



County of Los Angeles CHIEF EXECUTIVE OFFICE

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WILLIAM T FUJIOKA
Chief Executive Officer

July 11, 2011

To: Mayor Michael D. Antonovich
Supervisor Gloria Molina
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Don Knabe

From: William T Fujioka
Chief Executive Officer

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PUBLIC SAFETY REALIGNMENT: POST-RELEASE COMMUNITY SUPERVISION FISCAL ANALYSIS OF THE SHERIFF'S DEPARTMENT'S PROPOSAL AND THE PROBATION DEPARTMENT'S PROPOSAL (ITEM 61, AGENDA OF JUNE 7, 2011)

On June 7, 2011, your Board directed the Chief Executive Officer to provide a fiscal analysis of the Sheriff's Department's (Sheriff) proposal and the Probation Department's (Probation) proposal to assume responsibility over post-release community supervision. This report provides a comparative fiscal analysis of the Sheriff's proposal dated July 5, 2011, and Probation's proposal dated July 6, 2011.

BACKGROUND

The realignment of public safety programs from the State to the local levels includes post-release supervision. In Los Angeles County, the Sheriff and Probation have expressed interest in assuming this function. County Boards of Supervisors are required to designate, by August 1, 2011, which local agency will be responsible for this function. Once an agency is designated, the Executive Committee of the Community Corrections Plan (CCP) is required to present to your Board a detailed operation plan to implement the realigned functions, optimally within the resources provided by the State.

METHODOLOGY

In order to quickly understand the adequacy of each proposal, the Chief Executive Office's (CEO) staff has worked with the California Department of Corrections and

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Rehabilitation (CDCR) to identify the tasks associated with supervising the parole population that will be shifted to the County. Each proposal was reviewed to verify that these tasks are included. Both proposals do address the required tasks. A side-by-side comparison is provided in Attachment I.

The State allocates funding in the form of a block grant. To provide local jurisdictions with guidelines for allocating funding among the realigned functions (which include post-release community supervision [parole]), the State provided a multi-year allocation model. The model allocates funding for post-release supervision as follows: year one \$38.578 million, year two \$93.920 million, year three \$81.634 million, and year four \$59.636 million. A separate allocation is provided to cover parole revocation costs that will be incurred by the Courts, Public Defender, and District Attorney. Currently, only funding for the first year has been appropriated.

FISCAL ANALYSIS

Both departments developed proposals that fit the funding identified for post-release supervision in years one through four. The Sheriff proposes collaboration with the Los Angeles Police Department (LAPD). It is estimated that 46 percent of the parolees will reside inside the boundaries of LAPD. Of the 153 positions requested in the first year by the Sheriff, a total of 113 positions are sworn personnel (70 are Sheriff and 43 are LAPD). By comparison, Probation's plan requires 135 sworn positions.

Staffing and Start-Up Costs

Year One Costs (Prorated over 9 months):

Category	Sheriff	Probation
AB 109 Revenue	\$38.578 million	\$38.578 million
Funding Required	\$37.370 million	\$27.961 million
Revenue –under/(over)	\$ 1.208 million	\$10.617 million
Staff Requirements	153 Positions	189 Positions

The Sheriff's proposal costs \$9.409 million more than Probation's proposal in year one. Approximately 89.4 percent of that difference is attributable to the higher costs of the salaries and employee benefits in the Sheriff's proposal.

Contained within the above funding requirements are one-time costs for each proposal. One-time costs prorated over nine months is \$5.310 million for the Sheriff and \$3.477 million for Probation. The primary differences in the one-time costs are attributable to the operating policies and procedures of each department. For example, the number

and type of vehicle, as well as their features, vary by department. The Sheriff outfits its vehicles with equipment such as Mobile Digital Computers (MDC), which Probation does not. Additionally, deputies would be armed differently than Probation Officers. For example, "less lethal" weapons include for the Sheriff: stun bags, tasers, gas-guns plus gas, pepper balls, and pepper spray. Probation, by contrast, uses only pepper spray. Attachment II details the differences in start-up costs between the two proposals.

The differences explained above are also applicable in year two. However, in year three, Probation no longer identifies a need for additional one-time costs. This is primarily attributable to the fact that much of the one-time costs is for additional staff, and in year three and year four, Probation's proposal calls for a reduction in staffing needs, corresponding to a reduction in the estimated number of parolees that will be released to local supervision. While the Sheriff's proposal reduces their staff as well in year three, funding for one-time costs is still required. In year four, however, there are no one-time costs required. It should be noted that the Sheriff's proposal does not include a request for additional space. However, the Probation proposal does.

Year Two Costs

Category	Sheriff	Probation
AB 109 Revenue	\$93.920 million	\$93.920 million
Funding Required	\$93.557 million	\$74.351 million
Revenue: under/(over)	\$.363 million	\$19.569 million
Staff Requirements	421 Positions	424 Positions

Year Three Costs

Category	Sheriff	Probation
AB 109 Revenue	\$81.634 million	\$81.634 million
Funding Required	\$79.527 million	\$69.400 million
Revenue –under/(over)	\$ 2.107 million	\$12.234 million
Staff Requirements	364 Positions	391 positions

Year Four Costs

Category	Sheriff	Probation
AB 109 Revenue	\$59.636 million	\$59.636 million
Funding Required	\$59.550 million	\$54.012 million
Revenue –under/(over)	\$.86 million	\$ 5.624 million
Staff Requirements	267 Positions	311 Positions

A comparison of line staff to projected caseload is provided in Attachment III.

TREATMENT OR ANCILLARY SERVICES

Each department has developed plans that fit within the level of funding allocated using the CDCR allocation model. However, CDCR appears to have greatly underestimated the local costs of providing mental and substance abuse services, as well as other treatment costs such as employment services. For example, in year one, CDCR allocates \$13.8 million, but the Departments of Mental Health and Public Health estimate they could need up to \$25.4 million (Attachment IV). One alternative is to provide only a level of service that is funded, not to exceed the \$13.8 million provided. It is also worth noting, that these estimates are based on incomplete data from the State. Until we have responsibility for this population, it will be difficult to determine the level of treatment that may be needed.

CONCLUSION

The major differences in the proposals are attributable to departmental operational policies and procedures. Additionally, if your Board decides to limit the ancillary services to funding provided by the CDCR, both plans appear economically feasible.

My office will continue to work with the Sheriff, Probation, and CCP to ensure that all costs are included. If you have any questions, please do not hesitate to contact me or a member of your staff may contact Deputy Chief Executive Officer Jacqueline White at (213) 893-2378.

WTF:JAW:SW:llm

Attachments

c: Executive Office, Board of Supervisors
 County Counsel
 Sheriff
 Mental Health
 Probation
 Public Health

STATE PAROLE vs COUNTY PAROLE

	CDCR Task	Probation Plan	Sheriff Plan
3	In an effort to provide better supervision of the offender population, CDCR has attempted to initiate a reduction in the average caseload from 70:1 to 48:1 per parole agent. But due to current budgeting, CDCR is still averaging 70:1	Based on AB 109 Evidence-Based Supervision Model with caseload of 100:1 for Tier 1; 75:1 for Tier 2; and 50:1 for Tier 3	Based on the personnel proposal, the Parolee Monitoring Area Team (P-MAT) Deputies will supervise 70:1 for Year 1; 60:1 for Year 2; 62:1 for Year 3 and 67:1 for Year 4
4	Utilizing Active GPS to enhance parolee supervision.	GPS will be used as part of graduated sanctions as needed to promote rehabilitation. These duties will be carried out through existing contractors that will provide the equipment, monitoring reports, and other necessary data. Costs of these services have not been included in the plan.	GPS systems will be maintained and operated by the department or through a contract. Devices will be attached to parolees who qualify for home monitoring. GPS Equipment and Service: \$10.00 per day (\$3,650 per year) approximately 5,522 parolees. The GPS equipment and service is included in the Department's current proposal under programs/alternative sanctions.
5	CDCR Parole Agents are responsible for developing recommendations and the creation of a plan for parolees before they're released.	Each parolee will receive a Level of Service/Case Management Inventory (LS/CMI) assessment which will guide the development of an individual case plan including a comprehensive relapse prevention plan.	60 days prior to release, parolees will be transported to local state prison facilities. While at these facilities, civilians assigned to the Supervision Assessment Team (part of Community Transition Unit) will initiate a Risk Assessment Evaluation. This evaluation will provide the initial direction to facilitate the rehabilitation process and identify the needs of the parolee.
6	CDCR Agents are responsible for conducting "face to face" contacts with offenders in order to explain the terms of their parole and any other additional conditions issued by the courts	At intake the offender will receive an orientation to review court orders and other probation requirements. At a minimum the following reporting requirements will apply: INITIAL 30 DAYS: 2 field visits, 2 office visits. AFTER 30 DAYS: Reporting requirements based on tier level: Tier 1: 1 office visit/month, no field visits; Tier 2: 1 office visit/month, 1 field visit every 90 days; Tier 3: 1 office visit/month, 1 field visit/month	Each parolee will have "face-to-face" contact with a P-MAT deputy/officer who will enforce the rules and conditions of parole. This will be accomplished via PACT meetings and office visits. A parolee's supervision levels will be established by each parolee's assessment report, the Risk Assessment Evaluation and/or by the terms and conditions established by the courts.
7	CDCR Agents will conduct evaluations of the offender's mental state to determine if additional resources will be needed in order for the parolee to transition into the community.	Treatment plans for offenders include Cognitive Behavioral Therapy and referrals to services (to include monitoring of participation) according to criminogenic needs (Mental Health, Social Services, Substance Abuse, Education, and Employment Services).	The Department's existing Community Transition Unit (CTU) will handle this function. Ideally, each parolee will have an assessment document detailing their psychological needs that can be reviewed/assessed by the Department's mental health staff (medical services division).
8	CDCR Parole Agents arrange for services such as employment, housing, medical care, counseling, education, and social services activities for parolees once they are released from prison.	Treatment plans for offenders include Cognitive Behavioral Therapy and referrals to services (to include monitoring of participation) according to criminogenic needs (Mental Health, Social Services, Substance Abuse, Education, and Employment Services).	Every region will have a Community Recovery Team (CRT) (part of a Multi-Disciplinary Team) responsible for identifying and delivering assistance to parolees which include coordinating job placement services, vocational training, drug and alcohol counseling treatment, and any other County/ private services or CBO's already available within a specific geographic area.
9	When Parolees violate conditions of their parole, CDCR Parole Agents are responsible for conducting interviews, identifying evidence, and compiling information necessary to conduct a Revocation Hearing to determine if the offender is in violation.	DPOs will notify the court of any violations per Departmental mandates. The DPO II will exercise graduated sanctions as needed to help the offender gain compliance to his/her court orders and program requirements.	When a parolee fails any condition of their parole, the P-MAT deputy/officer, along with the supervisor, will determine what corrective action plan will be implemented. Alternatives to violations, such as flash incarceration and GPS monitoring with mandates to attend rehabilitation are promising options. If a parolee fails to report and cannot be found, the P-MAT deputy/officer will notify the Parolee-At-Large (PAL) team.

STATE PAROLE vs COUNTY PAROLE

	CDCR Task	Probation Plan	Sheriff Plan
10	CDCR Parole coordinate PACT meetings for newly released offenders to establish parole conditions and to provide a platform for social services specifically created for the parolee population.	The Probation Department has established a committee of community partners and social service providers for Juvenile Offenders and is looking at this partnership as a model that can be utilized to establish a committee of community partners and social service providers for Adult Offenders similar to PACT. Costs associated with this effort have not been determined.	Currently COPS Bureau personnel attend these meetings throughout the county; however, CRT, regional lieutenants, and P-MAT deputies will coordinate/create similar PACT meetings in an effort to create a partnership between law enforcement and social services for those recently released from incarceration.
11	CDCR Parole Agents conduct regular visits of parolee's place of employment, home, and school to determine if the offenders are in compliance with the terms of their parole.	Specialized DPO II's will operate in two-person teams with mobile capability in County vehicles throughout LA County. Mobile field checks may occur at various locations (i.e., offender's home, work, school, treatment or other applicable location).	P-MAT deputies will maintain e-files on each parolee and verify all of their personal information is correct and updated.
12	CDCR Parole Agents are responsible for preparing documentation for each parolee while under their supervision including pre-parole release reports used during hearings prior to being released from parole.	Deputy Probation Officers will be responsible for developing a supervision case plan, recording all case activities and services rendered in the Adult Probation System (APS) database, prepare any necessary reports to the court as ordered, and maintain monthly statistics.	P-MAT deputies will coordinate with the Department's existing CTU to accomplish this task, especially if the parolee is released from County custody to be placed on parole.
13	CDCR Agents enter and modify data within LEADS to document change regarding a specific offender.	The Probation Department will maintain its own Adult Probation System (APS) database. Results from the database will be analyzed through the Statistical Package for the Social Sciences (SPS).	Only CDCR personnel can modify this database. Will need to permission from CDCR to make data entries into this system or create a separate County Parole database.
14	CDCR has established the California Parole Apprehension Teams (CPAT) to focus their efforts on returning absconders back under parole supervision.	The Probation Department currently operates a Special Enforcement Operations unit which is responsible for returning absconders back under the supervision of the Probation Department. The Department plans to leverage resources from this unit as well as resources from the Post Release Community Supervision Program to ensure parolees adhere to supervision requirements.	The Department has created the Parolee-At-Large (PAL) Team which will be responsible for identifying, locating, and apprehending parolees who absconded off of parole utilizing various resources to track down and apprehend these criminals. PAL deputies will be required to file criminal charges with LA County District Attorney's office on parolees arrested on open charges.
17	CDCR utilizes the Correctional Offender Management Profiling Alternative Sanction (COMPAS) assessment survey to determine a parolee's suitability to benefit from various training programs prior to being released. These assessments are used by CDCR Agents in order to enroll an offender into a specific program which will enhance their transition back into the community.	Probation will utilize the Level of Service / Case Management Inventory (LS/CMI) assessment tool which provides scores in eight sub-components: Criminal History, Education/Employment, Family/Marital, Leisure/Recreation, Companions, Alcohol/Drug Problems, Pro-criminal Attitude/Orientation, and Anti-Social Pattern.	The Department's existing CTU will handle this function. The Department currently uses this same program to determine the proper program for at-risk youth.
18	CDCR utilizes designated locations throughout the County to provide case management services to the parolee population.	The Probation Department currently operates field offices throughout Los Angeles County for Adult Probationers and would establish 3 Centralized Offices to handle the parolee caseload. In addition the Department plans to establish liaisons at each State Prison facility to begin case review and interactions with parolees 30 to 60 days prior to release.	The Department's P-MAT Team will use current county facilities to perform these functions, such as Sheriff's stations, jails and courthouses.
19	CDCR has their own Parole Board	Not applicable - The District Attorney's Office will be responsible for this function.	According to the realignment proposal, this responsibility will fall under the control of the District's Attorney's Office.

LASD

One-time/Cost Detail/Year

Vehicles (92)	No.	Cost Per Unit	3,426,000
Ford Crown Victoria Black & White	2	61,000	122,000
For Crown Victoria Titanium w/police package	70	39,698	2,779,000
Dodge Charger	1	35,000	35,000
Plain Wraps	7	27,000	189,000
Undercover Vehicles	12	25,000	300,000
Weapons			73,000
Shotgun	72	700	50,400
Patrol Rifle	15	1,500	22,500
Less Lethal			124,000
Stunbag	15	500	7,500
Taser	110	815	89,650
Gas Gun+Gas	15	1,000	15,000
Pepperball	15	600	9,000
Pepperspray	188	13	2,397
Communications			1,374,000
Portable Radio & Accessories	188	5,200	977,600
Standard Cellular Phone	110	60	6,600
Blackberry	24	200	4,800
Standard Voice Cellular Contract	110	372	40,920
Blackberry Data Contract	24	900	21,600
Laptop	150	1,500	225,000
Laptop Wireless Connection w/aircard	150	648	97,200
Entry Gear			256,000
Ballistic Helmets	150	193	28,916
Entry Vests	150	1,000	150,000
Ballistic Shield	15	3,400	51,000
Pick & Ram	15	1,100	16,500
Radio Microphones	188	50	9,400
Services & Supplies			1,827,000
Start-up services & supplies for new hires/staff	203	9,000	1,827,000
TOTAL			\$7,080,000

*Prorated over 9 months \$5,310,000

Probation

One-time/Cost Detail/Year

Vehicles (81)			2,430,000
1 Car per 2 Mobile Deputy Probation Officers	65	30,000	1,950,000
1 Car per Supv Deputy Probation Officer	16	30,000	480,000
Weapons			16,000
Firearms for DISARM DPO	22	650	14,300
Ammunition (per DISARM DPO)	22	100	2,200
Less Lethal			3,000
Pepperspray	174	17	2,956
Communications			1,050,000
Computers/LCD Screens	250	817	204,250
Wiring Costs/Surge Protectors/Recycling Fee	250	376	94,000
Printers	250	237	59,150
Network Printers	3	572	1,716
Laptop & Docking Station	81	1,500	121,500
Air Cards	81	85	47,175
Radios & Chargers	174	3,000	522,000
Entry Gear			88,000
Bulletproof Vests	174	285	49,590
Handcuffs	174	25	4,350
Belts & Holders	174	64	11,211
Flashlight	174	130	22,618
Services & Supplies			1,049,000
Cubicle, Chair, Phone	250	3,000	750,000
Training & Materials	174		298,500
TOTAL			4,636,000

*Prorated over 9 months \$3,477,000

One-time Cost Detail - Year 2			
Vehicles (87)	No.	Cost Per Unit	3,173,000
Ford Crown Victoria Black & White	2	61,000	122,000
For Crown Victoria Titanium w/police package	62	39,698	2,461,000
Dodge Charger	1	35,000	35,000
Plain Wraps	2	27,000	54,000
Undercover Vehicles	20	25,000	500,000
Weapons			75,000
Shotgun	64	700	44,800
Patrol Rifle	20	1,500	30,000
Less Lethal			126,000
Stunbag	20	500	10,000
Taser	100	815	81,500
Gas Gun+Gas	20	1,000	20,000
Pepperball	20	600	12,000
Pepperspray	200	13	2,550
Communications			1,608,000
Portable Radio & Accessories	197	5,200	1,024,400
Standard Cellular Phone	52	60	3,120
Blackberry	16	200	3,200
Standard Voice Cellular Contract	240	372	89,280
Blackberry Data Contract	31	900	27,900
Laptop	169	1,500	253,500
Laptop Wireless Connection w/aircard	319	648	206,712
Entry Gear			256,000
Ballistic Helmets	169	193	32,578
Entry Vests	169	1,000	169,000
Ballistic Shield	10	3,400	34,000
Pick & Ram	10	1,100	11,000
Radio Microphones	197	50	9,850
Services & Supplies			1,962,000
Start-up services & supplies for new hires/staff	218	9,000	1,962,000
TOTAL			\$7,200,000

One-time Cost Detail - Year 2			
Vehicles (68)			2,040,000
1 Car per 2 Mobile Deputy Probation Officers	41	30,000	1,230,000
1 Car per Supv Deputy Probation Officer	27	30,000	810,000
Weapons			2,000
Firearms for DISARM DPO	0	650	0
Ammunition (per DISARM DPO)	22	100	2,200
Less Lethal			2,000
Pepperspray	121	17	2,056
Communications			837,000
Computers/LCD Screens	171	817	139,707
Wiring Costs/Surge Protectors/Recycling Fee	171	376	64,296
Printers	171	237	40,459
Network Printers	3	572	1,716
Laptop & Docking Station	68	1,500	102,000
Air Cards	149	85	125,970
Radios & Chargers	121	3,000	363,000
Entry Gear			61,000
Bulletproof Vests	121	285	34,485
Handcuffs	121	25	3,025
Belts & Holders	121	64	7,796
Flashlight	121	130	15,729
Services & Supplies			786,000
Cubicle, Chair, Phone	171	3,000	513,000
Training & Materials	121		272,500
TOTAL			3,728,000

One-Time Cost Detail - Year 3			
Vehicles (54)	No.	Cost Per Unit	1,867,000
Ford Crown Victoria Black & White	2	61,000	122,000
For Crown Victoria Titanium w/police package	30	39,698	1,191,000
Dodge Charger	0	35,000	0
Plain Wraps	2	27,000	54,000
Undercover Vehicles	20	25,000	500,000
Weapons			22,000
Shotgun	10	700	7,000
Patrol Rifle	10	1,500	15,000
Less Lethal			41,000
Stunbag	10	500	5,000
Taser	20	815	16,300
Gas Gun+Gas	20	1,000	20,000
Pepperball	0	600	0
Pepperspray	0	13	0
Communications			483,000
Portable Radio & Accessories	30	5,200	156,000
Standard Cellular Phone	1	60	60
Blackberry	1	200	200
Standard Voice Cellular Contract	244	372	90,768
Blackberry Data Contract	31	900	27,900
Laptop	1	1,500	1,500
Laptop Wireless Connection w/aircard	319	648	206,712
Entry Gear			48,000
Ballistic Helmets	10	193	1,928
Entry Vests	10	1,000	10,000
Ballistic Shield	10	3,400	34,000
Pick & Ram	0	1,100	0
Radio Microphones	30	50	1,500
Services & Supplies			0
Start-up services & supplies for new hires/staff	0	9,000	0
TOTAL			\$2,461,000

Chief Executive Office

AB 109 Staffing & Cost Analysis

Line Staff Comparison

	Year 1		Year 2		Year 3		Year 4	
Line Level Staff	LASD	Probation	LASD	Probation	LASD	Probation	LASD	Probation
Deputy-Monitor	66		84		84		84	
Overtime - LASD	-		66		40			
Deputy Probation Officer		138		247		217		162
LAPD								
LAPD Officer	44		56		56		56	
Overtime - LAPD	-		42		27			
TOTAL LINE STAFF*	110	138	248	247	207	217	140	162
Parolee Population	7,899	7,899	14,785	14,785	12,851	12,851	9,388	9,388
Staffing Ratio	72:1	57:1	60:1	60:1	62:1	59:1	67:1	58:1

*Prorated over 9 months - LASD = 83.0 positions; Probation = 104.0 positions

Treatment
Programs/Alternative
Sanctions*

Year 1	
Revenue (State Allocation)	\$13,815,926
Mental Health Services	(\$12,146,213)
Substance Abuse Services	(\$13,303,491)
Treatment Remaining Funds	(\$11,633,778)
Year 2	
Revenue (State Allocation)	\$33,635,307
Mental Health Services	(\$29,570,000)
Substance Abuse Services	(\$42,124,742)
Treatment Remaining Funds	(\$38,059,435)
Year 3	
Revenue (State Allocation)	\$29,235,209
Mental Health Services	(\$25,702,000)
Substance Abuse Services	(\$36,614,478)
Treatment Remaining Funds	(\$33,081,269)
Year 4	
Revenue (State Allocation)	\$21,357,242
Mental Health Services	(\$18,776,000)
Substance Abuse Services	(\$26,747,858)
Treatment Remaining Funds	(\$24,166,616)

* At this time, alternative sanction costs are unknown for this population.